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A LEGISLATOR'S HANDBOOK

Presented to Montana's Forty-Fifth Legislature
January, 1977

Distributed by the Legislative Council
Assisted by the Legislative Service Agencies



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CHAPTER 1

CENTRALIZED SERVICES

BILL DISTRIBUTION

Copies of bills and amendments are placed on each legislator's desk by the legislative pages as soon as possible after receipt from printing; copies of the daily journal, bill status, and indices of bills are also distributed on each desk.

Additional copies of legislative documents may be obtained from: Senate: Bills Distribution Clerk, Room 367 House: Sergeant's Office, Room 353

Information on supplying bills to constituents is provided in Chapter IV, Constituents, of this handbook.

COMPENSATION - BENEFITS

During the 1977 session, each legislator will receive \$40 per day (7 days per week) for expenses and \$31.62 per day (for each legislative day) for compensation.

The payroll is prepared by the Business Manager. Each legislator is to pick up his/her warrant in the State Auditor's Office, Room 229, State Capitol.

The following deductions will or may be made from legislator's checks:

Social Security at the rate of 5.85% of the gross salary:

Income tax, both state and federal, in accordance with the exemptions claimed on the member's W-4 form:

P.E.R.S. deduction of 6% from the checks of those members electing to have retirement deductions:

Insurance deductions are based on the particular plan chosen by the member; Deferred compensation plan is a program under which you may voluntarily elect to defer a portion of your income.

Sick leave and annual leave benefits do not apply to elected officials.

Retirement

Membership in the P.E.R.S. is optional to all elected officials. If they do not elect membership at the initiation of their term, they retain the right to retroactively pick up their elected service without prejudice or additional cost provided they are in a position covered by the P.E.R.S.

The basic retirement formula is presently 1/60th times the number of years' service times the average of the three highest years' salary. (Legislator's salary can be calculated on the annualized basis of \$8,222 per year — Grade 8, Step 1.)

Normal retirement is granted at 60 years of age with five years of creditable service; at any age with 30 years of creditable service; at 55 years of age with five years of creditable service with an acturially reduced benefit.

Creditable service includes not only legislative service but service with any agency covered by P.E.R.S.

P.E.R.S. service is interchangeable with service granted under Teachers' Retirement System.

Employee contributions are 6% of gross salary and are refundable at 6% interest for any member not qualifying for retirement benefits.

In addition to the regular retirement benefits, there are provisions for benefits in case of disability or death.

If you have any questions concerning the Public Employees' Retirement System, please contact the Administrator, 1712 Ninth Avenue, phone — 449-3154.

Group Health Insurance

The members of the legislature are eligible for the state employees' group health and life insurance.

Even state employees who have other health insurance plans usually opt for the minimum coverage under the state plan. This is because the minimum coverage costs the employee nothing; it is paid by the state's \$10-a-month contribution. This minimum takes two forms: either a health service coverage (doctor's office visits, etc.), without major medical, or major medical (and \$10,000 term life insurance) without health services. There is no defluctible payment by the insured on the health services package, which can thus complement other health insurance with deductible provisions. Blue Shield calls these minimum options "employee only" plans, meaning that the individual only, and not his dependents, is covered.

Fuller coverage, including dependents, is available under either of the two plans which cost a little more and for which the employee pays the difference. These are the high option and low option plans of which Blue Shield representatives can explain the details. In general, they provide a deductible health service coverage and major medical insurance both.

All policies also include a small (\$2000 to \$10,000) term life insurance policy. The coverage would begin February 1 and run through the member's elected term. Members opting for fuller coverage have the employee contribution deducted from their paychecks during the session and must send quarterly checks to the Legislative Council to continue their coverage after adjournment.

<u>Deferred Compensation Plan</u>

The state of Montana Deferred Compensation Program is a plan under which you may elect to defer a portion of your income and thereby accumulate money on a tax-sheltered basis. You pay no current income taxes on the amounts deferred, and you pay no current taxes on the income earned on the deferred amount. Income taxes are due when benefits are received.

Any amount of your basic income may be elected for deferral under the plan, excluding the required contributions to Social Security and P.E.R.S. (if you are a P.E.R.S. participant).

There are five deferral options from which you may elect to participate: variable annuity, fixed annuity, life insurance, bank saving account, and savings and loan saving account. You may select any one, or a combination of the above, with a minimum \$10 per month for each option chosen.

Participants can elect to receive benefits at retirement, termination of employment, death, disability, or financial hardship.

For full details of the program, please contact Montana Benefits, Inc., 1300 Cedar Street, Helena, Montana 59601, phone 443-6398.

MAIL

Incoming Mail: Post-office boxes on the first floor in the State Capitol are assigned to each legislator. The combination to the lock will be forwarded to you by the Capitol post office.

Outgoing Mail: Stenographers are available for assistance in typing letters. These services are detailed later in this section.

Postage is available from:

Senate: Business Manager, Room 366 House: Sergeant's Office, Room 353

During the interim: During the interim, all first-class mail is forwarded by the Business Manager; second-, third-, and fourth-class mail is filed in the office of the Business Manager where it can be picked up by the legislators on their visits to Helena, or forwarded at the legislator's request.

MAPS OF STATE CAPITOL

At the end of this chapter you will find maps of the basement and four floors of the State Capitol Building containing room numbers. Also noted is a list of rooms designated for specific committee rooms and legislative staff.

OFFICE SUPPLIES

Office supplies, including a limited amount of personalized stationery and envelopes, are available from:

Senate: Business Manager, Room 366 House: Sergeant's Office, Room 353

If supplies are required which are not on hand, they may be ordered through the Business Manager.

T SLATIVE LAGES

"page call" button on each desk. By pushing this button, it lights up your desk no ber on the page board on the front row of desks in the Chambers to indicate your ed of a page.

The may be used to deliver or pick up mail at the Capitol post office, state approies, or officials located in the Capitol, notes and messages to other lagislators, or, when you are busy in the Chambers, to get you a cup of coffee.

T ABSENCE

If a legislator wishes to be excused from meetings on a legislative day because allness or any legitimate reason, notify:

Senate: President or Majority Floor Leader

Mouse: Speaker or Majority Floor Leader

GRAPHIC SERVICES

typing of letters, news releases, etc. The location of the steno pools is as allows:

Senate: Room 417 House: Room 420

TEPPONE SERVICES

The untralized phone service is located in Rooms 356 and 357 where pages are on luty from each house to relay incoming calls to legislators.

untping calls may be made on the state wats lines located: enate: Room 332

TOUCH-TONE TELEPHONE INPUT SYSTEM

Portable input units may be checked out from the House Chief Steno, Room 420, or the Senate Chief Steno, Room 417, so that legislators can dictate at home if they so desire and turn in the unit in the morning for transcription by assigned personnel in Room 412, Senate, or Room 420, House.

Dictation may also be given over the telephone:

Senate: 449-2879 House: 449-2871

These telephones are connected with an input recorder.

Contact the Business Manager for additional information on this system.

PAPER RECYCLING PROGRAM

Paper is classified as recyclable and nonrecyclable as follows:

Recyclable Nonrecyclable

Computer data cards Computer print-out

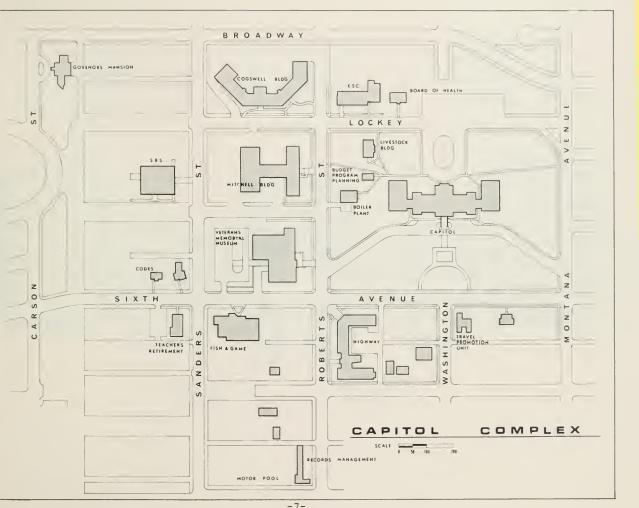
Bond paper (all colors)

Carbon paper
Carbonless paper
NCR forms, etc.
Slick paper (magazines, etc.)
Paper with carbon included

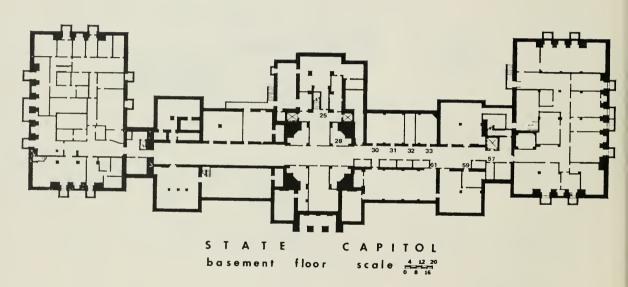
Cardboard

Recyclable paper must be separated from nonrecyclable paper. The paper to be recycled should be placed in a cardboard box, labeled "SALVAGE". All other waste paper is disposed of through the regular waste basket channels. The cardboard boxes containing salvage paper will be picked up when full by the messenger service when you call 449-2600, telling them where and how much you have.

Please contact Karen Miller, telephone 449-2600, if you have any questions regarding the paper recycling program.



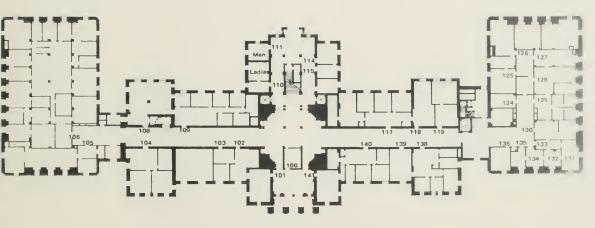
25 Cafeteria
28 Paper Shreader
30-31 Legislative Mail Room
32 Reproduction and Distribution
33 Quick Copy Service
57 Ladies Room
59-61 Duplicating Section



100	Post Office	114-115	Post Office Sorting Room
101	Board of Examiners	117-119	Legislative Council
102-104	Lieutenant Governor	124-128	Legislative Auditor
105	Attorney General	129-130	Legislative Analyst
106	Superintendent of Public Instruction	131-136	Legislative Auditor
108	Governor's Office	133	
109	State Auditor	138-141	Legislative Council
110	Ladies Room		

111

Mens Room

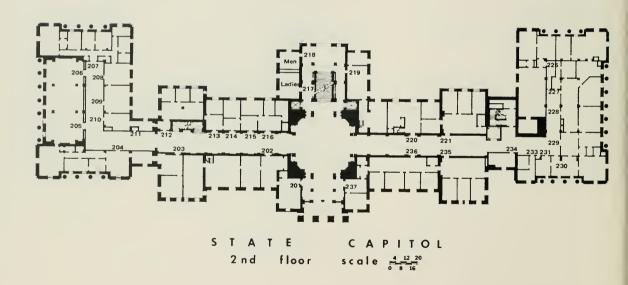


STATE CAPITOL

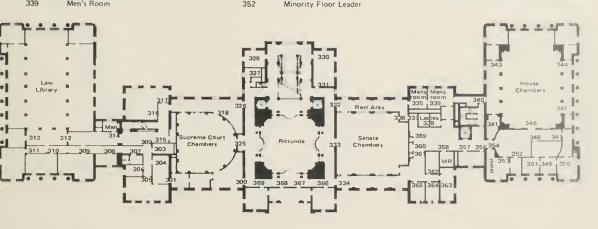
1st floor scale $\frac{4-12-20}{0-8-16}$

201-202	Secretary of State
203-206	Governor
207-212	Attorney General
213-216	Governor
217	Ladies Room
218	Mens Room
219	Supreme Court Clerk
220	Secretary of State

221 Budget & Program Planning
225 Treasurer, State
227-234 Auditor, State
235-237 Budget & Program Planning

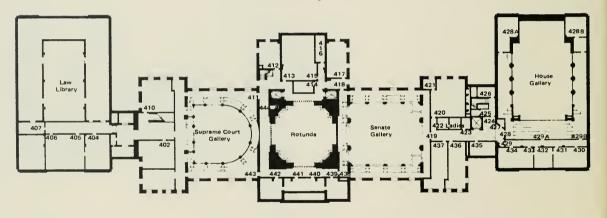


300-326	Supreme Court Area	341	House Telephone Room	353-355	Sergeant at Arm
312	Law Library	343	House Appropriations	354	House Foyer
327	Ladies' Room	344		356-357	Telephone Sw tillion
329	News Room	345		358	Men's Room
330-331	Senate Finance & Claims	346	House Chambers	362-363	Secretary of the Sentil
332	Senate Lounge	347	Assistant Chief Clerk	364	President of the Senat
333	Senate Chambers	348	Secretaries to Officers	365	Majority Floor Le de
334	Senate Lobby	349	Speaker of the House	366	Business Manager
335	Men's Room	350	Chief Clerk	367-368	Bills Distribution Clerk
338	Ladies' Room	351	Majority Floor Leader	369	Minority Floor Leade
330	Man's Page	252	Minerales Plane London		



STATE CAPITOL
3rd floor scale 4 12 20 0 0 0 1 16

402	Senate Education	413-415	Senate Agriculture, Livestock	430-431	House Education
	Senate Labor & Employment Relations		& Irrigation		House Fish & Game
404	Senate Business & Industry		Senate Taxation	433-434	House Business & Industry
	Senate Highways & Transportation	414	Bills & Journal		House State Administration
405-406	Senate Natural Resources and	417	Steno Pool- Senate	435	
	Fish & Game	420	Steno Pool- House	436	House Judiciary
	Senate Public Health, Welfare	426	Sergeant at Arms /House		House Natural Resources
	& Safety	428A	House Labor & Employment	437	House Highways & Transporta
407	Infirmary		Relations		House Local Government
410	Senate Local Government		House Public Health, Welfare	439	Sergeant at Arms /Senate
	Senate State Administration		& Safety	440-441	Senate Judiciary
412	Telephone Input System	428B	House Agriculture, Livestock	442	Judiciary Secretary
			& Irrigation		



STATE CAPITOL 4th floor scale 4 12 20 0 8 16





CHAPTER II

NEWS MEDIA

As mentioned in Chapter I, Centralized Services, stemos are available for dictating and typing of news releases.

For your information, the following news media cover the legislature:

News Service	<u> Helena_Address</u>	Phone No.
Associated Press: J. D. Holmes James Robins	Box 178, 317 Allen	442-7440 449-3440
United Press International: Bill Hanson Bud Iwen	Box 1141 2021 11th Avenue	442-6470 442-5121
Intermountain Network News: Bill Yeager	Colonial Hilton (KBLL)	442-9670 442-9667
Lee Newspapers: Gary Langley, Bureau Chief Arthur Hutchinson Charles S. Johnson	•	442 -71 90 443 - 4920
Great Falls Tribune: Tom Kotynski Frank Adams	515 N. Sanders	442-9493 442-6110

The pressroom in the State Capitol is located in Room 329, phone 449-3440 or 442-5121. The newsmen may also be contacted at the press table in each house.

If a member of the news media wishes to record any part or all of the standing committee meeting or committee of the whole, prior approval is to be obtained and all committee members advised.





CHAPTER III

LEGISLATIVE INTERNS AND AIDES

The legislature has provided several programs for college students as a means of better informing them about the legislative branch, its process of lawmaking and the responsibilities involved.

LEGISLATIVE INTERNS

The intern program was initiated in 1967 under Senate Resolution 1 or the Extraordinary Session. Seven to eleven interns have served each session since that time.

In 1974, the legislature enacted the "Legislative Intern Act" (Sections 43-720 through 43-731, R.C.M. 1947). This act provides for one intern from each unit of the state institutions of higher education; an additional five interns may be chosen from applications submitted by the college presidents — a total of eleven interns.

The legislative interns must have the following qualifications:

- (1) at least one quarter of "state government" or its equivalent as a course of study at an institution of higher learning;
- (2) reached at least the level of a junior at an institution of higher learning;
- (3) exhibit the necessary degree of scholastic achievement, leadership, and involvement in community affairs: and
- (4) preference shall be given to Montana high school graduates.

Each intern will be assigned to a legislator (sponsor) by the Legislative Council. The sponsor is to provide the immediate supervision of the intern for duties performed.

In addition, the Executive Director of the Legislative Council will assign each intern to a legislative staff task. The intern must work ten hours each week during the ten-week term in this capacity and will be paid the minimum wage on a biweekly payroll through the Legislative Council office.

A copy of the legislative intern guidelines has been printed at the end of this

chapter.

LEGISLATIVE AIDES

Legislative aides have, in the past, been chosen by individual legislators to work as private aides. The reimbursement of expenses is the responsibility of the aide and the legislator.

Aides are required by joint rule to register with the Legislative Business Manager.

The responsibility of an aide is to the sponsoring legislator, to do research and any task assigned.

GUIDELINES

for the

MONTANA LEGISLATIVE INTERN PROGRAM

1977 Session

These general policy guidelines establish the duties and responsibilities of both the interns and their sponsors. Attached is a copy of Sections 43-720 through 43-731, Revised Codes of Montana, the Legislative Intern Act of 1974.

<u>Purpose</u>. The purpose of the Legislative Intern Program is to provide to advanced students at units of the Montana University System a working knowledge of representative government through observation of the Montana Legislature during its regular sessions.

Administration and supervision. The intern program is administered and supervised by the Legislative Council. Questions or comments should be directed to the Legislative Council Chairman or to the Executive Director.

Term of service. Each legislative intern serves for ten weeks during the regular session of the legislature.

Number of interns — selection. Interns will be named by the presidents of the following six units of higher education:

University of Montana	1 intern
Montana State University	1 intern
Eastern Montana College	1 intern
Northern Montana College	1 intern
Western Montana College	1 intern
Montana College of Mineral	
Science and Technology	1 intern

Private colleges of higher education in the state may also establish an intern program. Five additional interns (making a total of eleven interns) may be chosen from applications submitted to the Legislative Council from the private colleges and/or the six state units specified above.

Intern qualifications. The following qualifications are required:

- 1) at least one quarter of "state government" or its equivalent as a course of study at an institution of higher learning:
 - 2) at least the level of a junior in college;
- 3) exhibit the necessary degree of scholastic achievement, leadership, and involvement in community affairs; and
 - 4) Montana high school graduates will be given preference.

Enrollment in a particular academic discipline is not a requirement for participation in the intern program. Students from all academic disciplines are encouraged to apply.

Assignment. Each intern will be assigned to a legislator (sponsor) by the Legislative Council. The sponsor is to provide the immediate supervision of the intern for duties performed.

In addition, the Executive Director of the Legislative Council will assign each intern to a legislative staff task. The intern must work ten hours each week during the ten-week term in this capacity and will be paid the minimum wage on a biweekly payroll through the Legislative Council office.

<u>Duties-Responsibilities to be performed by the intern for sponsor.</u> In addition to the contribution the intern makes in performing a legislative staff task, the following duties may be assigned at the discretion of the sponsor:

- 1) bill analysis and bill summaries:
- specifically assigned research projects;
- 3) draft committee statements or speech to be given by sponsor to citizen group, etc.;
 - 4) draft amendments to bills:
 - 5) answer constituent mail:
 - 6) prepare a daily status of bills of particular interest to sponsor;
- 7) prepare daily agenda of bills to be heard in committees of which the sponsor is a member;
 - 8) keep sponsor's bill books and records up to date; and
- 9) assist sponsor in any way possible by gathering information, making necessary phone calls and appointments.

Interns will not be allowed to attend political party caucuses or other privileged political meetings called by party leadership during the session

unless the sponsor obtains consent of the caucus.

All nonassigned research projects conducted by interns for their own use must be approved by their legislative sponsors.

All nonassigned research projects conducted by interns that might be printed or otherwise released to the general public must be approved by the Legislative Council.

Lobbying by interns on particular bills or issues will not be allowed. Interns are not to solicit votes from other legislators in favor or in opposition of any bill, amendment, or issue before the legislature.

<u>Sponsor's responsibilities</u>. Legislators to whom interns are assigned should attempt to expose them to all steps in the legislative process as follows:

- 1) initial organization and opening day procedures;
- 2) standing committee procedures;
- 3) relationship of the legislators to lobbyists, executive officials, constituents, representatives of the news media, and other legislators;
 - 4) research techniques;
 - 5) public hearings;
 - 6) legislative leadership procedures;
 - 7) duties of legislative employees;
- 8) the entire bill process, including the mechanics of a veto by the governor; and
 - 9) services provided by legislators for constituents.

Legislative sponsors are responsible for providing the intern with an education in the total legislative process.

Any problems arising between the sponsor and the intern should be referred to the Legislative Council Chairman or Executive Director.

An intern's supervising professor may contact the sponsor for periodic reports.

Legislative Intern Act

- 43-720. Popular name. This act shall be known as the "Legislative Intern Act of 1974".
- 43-721. Establishment of program. It is declared to be the public policy of this state that there be a legislative intern program open to students attending the university of Montana, Montana state university, eastern Montana college, northern Montana college, western Montana college, Montana college of mineral science and technology. The private colleges of higher education in the state may also establish an intern program for the purposes of this act.
- 43-722. Term of service. Each legislative intern shall serve for ten (10) weeks during the regular session of the legislature.
- 43-723. Number of interns—where from. All institutions referred to in section 2 [43-721] may have at least one intern. An additional five (5) positions may be chosen from applications submitted to the legislative council.
- 43-724. Selection by schools. The legislative interns shall be named by the presidents of the several colleges and universities. The students so selected may be enrolled in any program offered by the college or university.
- 43-725. Intern qualifications. The legislative interns must have the following qualifications:
- (1) at least one (1) quarter of "state government" or its equivalent as a course of study at an institution of higher learning;
- (2) reached at least the level of a junior at an institution of higher learning;
- (3) exhibit the necessary degree of scholastic achievement, leadership, and involvement in community affairs; and
 - (4) preference shall be given to Montana high school graduates.
 - 43-726. Assignment of interns. Each legislative intern is assigned to a

- legislator by the legislative council.
- 43-727. Legislative council—establish guidelines. Each legislative intern is subject to guidelines established by the legislative council.
- 43-728. Interns responsible to sponsor. Each legislative intern is directly responsible to his or her legislator.
- 43-729. Program not mandatory. An institution of higher learning may choose not to participate in the legislative intern program.
- 43-730. Funding not obligatory. The legislature shall not, under any condition, because of this act, be obligated to fund this internship program.
- 43-731. Severability. If a part of this act is invalid, all valid parts that are severable from the invalid part remain in effect. If a part of this act is invalid in one or more of its applications, the part remains in effect in all valid applications that are severable from the invalid applications.







CHAPTER IV

CONSTITUENTS

Various personnel and methods are made available to constituents so they may be kept fully informed of legislative activities and issues.

PUBLIC INFORMATION OFFICER - GUIDE SERVICE

The Public Information Office is under the supervision of the Legislative Council and is located in the Capitol Rotunda, second floor. The purpose of this office is to provide services and information as follows:

- (1) answer inquiries of citizens visiting the Capitol or calling on the tollfree line (800-332-3408) concerning the status of a bill, committee hearings, etc.:
- (2) conduct guided tours of students and advise legislators when schools were visiting from their respective districts.

SECRETARY OF THE SENATE - CHIEF CLERK OF THE HOUSE

The staff in these offices can provide information on the status of a particular piece of legislation, the schedule of standing committee hearings, and recorded votes of the Committee of the Whole.

WITNESSES AT A STANDING COMMITTEE HEARING

Information of value to a constituent who wishes to appear as a proponent or opponent of a bill in standing committee is detailed in Chapter VI, Standing Committee Procedures, of this handbook.

You may also want to talk with the Committee chairman when the bill is to be heard for additional information on conducting a particular hearing.

STENO POOL

Details of the typing and stenographic services available are listed in Chapter I. Centralized Services.

MAILING BILLS TO CONSTITUENTS

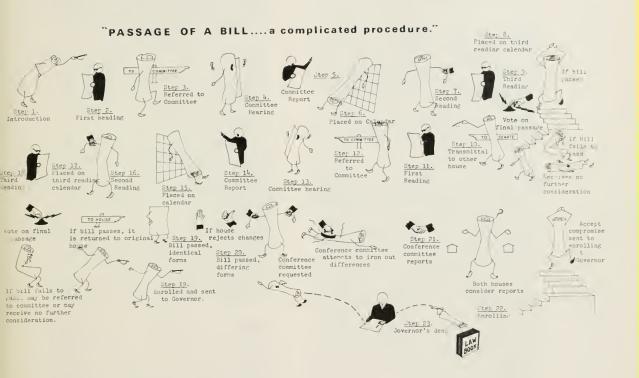
Because of the paper shortage and tremendous costs involved, copies of all bills are not mailed to constituents. However, bills of particular interest may be mailed in the same manner as other outgoing mail.





CHAPTER V

HOW A BILL BECOMES LAW



<u>Step 1.</u> Filing. Bill is filed for introduction with Clerk of the House or Secretary of the Senate.

<u>Step 2.</u> First reading. Bill's title is posted and it is ordered printed on white paper.

<u>Step 3.</u> Committee reference. Bill is referred to proper committee by House Speaker or Senate President. Referral is posted.

<u>Step 4.</u> Committee consideration. Committee holds public hearing on bill, then discusses it. May vote to amend bill.

<u>Step 5.</u> Committee report. Committee reports its recommendation that bill "do pass", "do pass as amended", or "do not pass".

Step 6. Placed on calendar. Simple "do pass" and "do not pass" reports are printed as such in the journal. The text of amendments reported by the committee is printed in full. Bills receiving favorable reports are printed on yellow paper, incorporating any reported amendments, and placed on calendar for second reading. Bills with "do not pass" reports are not placed on the second reading calendar unless a motion is made to that effect and passed. If "do not pass" report is adopted, bill drops out of further consideration.

Step 7. Second reading. Entire body debates bill, as the "Committee of the Whole". Amendments may be offered and voted on. Bill defeated here drops out of further consideration.

Step 8. Placed on third reading calendar. Bill approved by Committee of the Whole is ordered printed on blue paper, incorporating all amendments made up to that point. (This is known as an "engrossed" bill.)

<u>Step 9.</u> Third reading. Bill subjected to a simple "yes" or "no" vote by entire body, in which (by constitutional requirement) each member's vote must be recorded and printed in the journal. No amendments may be considered. Bill defeated here drops out of further consideration.

<u>Step 10.</u> Transmittal to other house. Same as filing Step 1, except the other house works with the blue copy.

<u>Step 11.</u> First reading. Summary of title and history is posted.

 $\underline{\text{Step}}$ 12. Committee reference. See Step 3.

 $\underline{\text{Step 13.}}$ Committee consideration. See Step 4.

<u>Step 14.</u> Committee report. Second-house committee phrases a

The question is voted in the Committee of the Whole, (e.g.) "shall the (Senate) amendments to (House) Bill No. ____ be concurred in?" If the vote in the house of origin is in favor of concurrence, the bill is enrolled.

If a motion is made and adopted that the amendments not be concurred in, the originating house will usually request conference committees (or it may send a message to the second house asking it to recede from its amendment). If a conference is sought, a motion is made to authorize the House Speaker or Senate President to appoint a conference committee (regular or free) to meet with a like committee from the other house to resolve the differences. (Regular conference committees may consider only the disputed amendments: free conference committees may revise any part of the bill.) This action, if approved, is communicated to the second house in a message, and the second house then appoints a conference committee in the same manner.

Step 21. Conference committee reports. If conferees settle differences, each contingent reports to its parent body that the bill be further amended in some fashion or that one house recede from amendment and then approved. Adoption of the report means the

favorable report as "be concurred in", or "be concurred in, as amended". Unfavorable report is "be not concurred in".

Step 15. Placed on calendar. Same as Step 6, except that instead of a yellow-paper copy, the bill is prepared for second reading with committee amendments printed on green (House) or pink (Senate) sheets. Bills with unfavorable reports are not placed on calendar unless the committee recommendation is reversed by the full body. Bills as a whole not revised.

 $\frac{\text{Step 16.}}{\text{Step 7.}}$ Second reading. Same as

<u>Step 17.</u> Placed on third reading calendar. Same as Step 8, except reference bill is reprinted on buff-colored paper to include all amendments made in second house.

 $\frac{\text{Step}}{\text{Step}} = \frac{18.}{9.}$ Third reading. Same as

<u>Step 19.</u> Bill passed by both houses in identical form. Enrolled and sent to governor.

<u>Step 20.</u> Bill passed by both houses in differing forms.

The second house returns a bill to the house of origin approved with amendments, sent with a message requesting concurrence in the amendments. house approves the bill as the conferees recommend.

If conferees cannot settle differences, they report their disagreement and either body may ask that a new conference committee be appointed.

<u>Step 22.</u> Enrolling. Bill is checked for accuracy and Legislative Council assigns code section numbers to new provision of law.

Step 23. Governor's desk. Governor either signs or vetoes bill, or allows it to become law without his signature. Legislature may vote to override vetoes if it has not adjourned. (Refer to State Constitution, Article VI, section 10.)





CHAPTER VI

STANDING COMMITTEE PROCEDURES

COMMITTEES IN THE MONTANA LEGISLATURE

The committee system has not been as powerful in Montana as it is in many legislative bodies such as Congress. This is because committees must report their actions on all bills they receive to the floor of the Senate or House — a bill seldom dies in committee in Montana by simply not being reported out. Nor is a committee's recommendation given automatic deference. Whatever the type of committee system adopted, it behooves a new legislator to know something about the workings and personnel of the committees and some points of etiquette when a bill he introduces is referred to a committee to be heard.

WHAT GETS DONE IN COMMITTEE

Hearing witnesses

When a hearing is held on a bill the chairman calls for the proponents of the bill to identify themselves and present their statements. It is customary for the legislator sponsoring the bill to speak first. The sponsor may introduce the constituent, lobbyist, or other person who has brought the bill or the problem to him and who is present to testify. After all proponents have been heard, the chair will invite opponents, if any are present, to testify. The secretary has each witness, including the sponsor, complete a short registration form. When the opponents have finished, the chair may give the proponents several minutes for rebuttal testimony. Committee members may question a witness either at the close of his testimony or at the close of all testimony, depending on the chairman's ground rules.

Revising and amending bills

A committee member may, when questioning a witness, ask him if a problem in the bill could be cured by an amendment which the member spells out. However, it is customary to move an amendment in the committee's executive session after the close of testimony. The committee, in passing on the motion, may instruct the committee researcher to write up the amendment in

the proper form.

Amendments developed by a subcommittee should be distributed to the full committee at an executive session designated by the chair for the report of the subcommittee. A subcommittee member will usually move the adoption of the subcommittee's recommendations following discussion of the subcommittee's report.

Information about preparing amendments is contained in the 1976 Montana Bill Drafting Manual from the Legislative Council.

Disposing of bills

After the hearing and executive session discussion, which may include consideration of amendments or subcommittee reports, a member will say, "Mr. Chairman, I move that (House) (Senate) Bill No. _____ do (or do not) pass." Sometimes a member disagreeing with this position will then say, "Mr. Chairman, I move that (House) (Senate) Bill No. ____ do not (or do) pass." By the parliamentary procedure rules, the substitute motion, if offered, is voted on first. The chair may announce that, without objection the vote on the substitute motion is considered the reverse of the vote on the motion. (It is possible but rare that a member, feeling that a bill should be further refined before a recommendation is made to the full body for "do pass" or "do not pass", would vote against both motions.) If amendments to the bill have been adopted by the committee, then the motion is "do pass, as amended" or "do not pass, as amended".

Reporting action to the full_body

A committee, or its majority, makes one of four recommendations to its parent branch. If the bill was introduced in the same body, the committee reports that the bill "do pass" or "do not pass". If the bill has been passed by the other body, the committee recommends that it "be concurred in" or "not be concurred in". "As amended" should be added, if applicable, in each of the four reports when the amendments have been adopted by the committee.

The procedures of the Senate and House differ in cases where a committee report is controversial. In the Senate, a unanimous committee report is usually the end of the matter but if a minority of the committee wishes to tile a minority committee report, both reports (e.g., "do pass" and "do not

pass") are placed before the body and debated under committee reports. In the House, only the prevailing position is posted and a member who objects, if thit position is "do not pass", may place the issue on the second reading calendar and debate it.

When a committee brings to the floor a bill which originated in the other body, naturally the sponsor cannot be present to explain and carry the bill. In this situation, the committee chairman appoints a member to carry the bill when the committee decides that the bill should "be concurred in". A committee member so designated should consult with the sponsor or the committee researcher for background information so that he can explain the bill on the floor.

Conference committees

When the two bodies are unable to reconcile their versions of the bill on the floor, the leadership will appoint three senators and three representatives, usually from the committees which considered the bill, to be conferees. Some conference committees meet with full formality. Toward the end of the session, some committees may not physically meet at all due to the press of time and the difficulty in scheduling a formal meeting. In these cases, the sponsor (or a proponent of the bill) contacts the various conferees individually with the proposed compromise language and collects the signatures on the report.

WHO DOES WHAT IN COMMITTEES

Committee chairman

The chairman is designated by the leadership and under the joint rules "has general control and direction of the hall and committee room" (Rule 7-7).

He decides the scheduling of bill hearings and sets the agenda for each meeting and ground rules for hearings. For example, he may allocate forty minutes for testimony on a bill to be divided equally between proponents and opponents. He may appoint a subcommittee, either pursuant to a motion adopted or on his own initiative, to do further work on a bill. The chairman always controls the floor during committee discussion and recognizes members who wish to speak.

Committee vice-chairman

The vice-chairman is selected by the Speaker of the House or Senate Committee on Committees. He presides over meetings when the chairman is absent. Some chairman will also have the vice-chairman preside over a hearing on a bill which the chairman has sponsored.

Committee secretary

The secretary to the committee is selected by and is responsible to the chairman. The secretary's duties include keeping minutes of meetings, registering witnesses who testity, recording committee votes, notifying bill sponsors of hearings, and typing committee reports and amendments. The secretary also maintains a book for each member which contains a copy of each bill referred to the committee and a copy of each fiscal note prepared for those bills.

Committee researcher

An attorney or researcher from the Legislative Council staff is generally assigned to a committee by the Council Executive Director, with the concurrence of the committee chairman. The committee on finance and claims, and appropriations are staffed by the Office of the Legislative Fiscal Analyst. The researcher's duties include drafting amendments to bills before the committee as requested by members of subcommittees, reviewing bills for technical or constitutional problems, and conducting research for subcommittees or individual members.

ETIQUETTE FOR SPONSORS BEFORE COMMITTEES

The most elementary courtesy a sponsor can show a committee is to be there when his bill is heard; even this is not always done in the press of legislative business. If a sponsor cannot appear at a scheduled hearing on his bill, he should notify the chairman of the committee as early as possible. Chairmen do not enjoy announcing the postponement of a hearing to a room full of people who have come to testify on that bill. A change of dates should be posted at least four or five days in advance to avoid inconvenience.

If the sponsor wishes to bring in a number of people to speak as proponents, he should know whether their statements would be similar and take steps to avoid

repetitious testimony. It is sufficient for a witness who would be repeating another's statement to give his name, address, and state his concurrence, and the committee members will appreciate this.

Sponsor's etiquette may also be involved in special situations as follows:

Written statements

If a sponsor or witness wishes to submit a written statement to the committee, it will be most effective if a copy is made for each member and each copy is perforated to go into a 3-ring notebook. A single copy, if submitted, will be preserved with the minutes by the secretary but the individual members will not have time to give it more than a cursory glance. The perforation allows each member to insert the statement in his bill book.

Graphic presentations

Each committee room has a blackboard and chalk. If an easel or a slide projector is to be employed, the committee secretary should be notified the day before the hearing.

Reference to codes

The effect of some bills may be understood only by referring to sections of existing law not set forth in the bill. Not all committee rooms have sets of the Revised Codes of Montana. If this situation arises in such a committee room, a sponsor should notify the committee researcher before the hearing so that the necessary volumes of the codes may be brought to the room.

Scheduling

- If a sponsor approaches a committee chairman with a hearing date request, he should be aware of the considerations affecting the chairman's scheduling decisions. These include:
 - (1) <u>degree of controversy:</u> A chairman will try to schedule perhaps four or five bills on a day if they are expected to be relatively uncontroversial, and to hear only one or two bills it sharp arguments are expected to develop at the hearing.

- (2) <u>degree of complexity:</u> A long or complicated bill may require all of the two hours a committee usually has for hearings, while a short and simple one, even if controversial, can usually be heard in a fraction of this time.
- (3) <u>numbers of expected witnesses:</u> If a large turnout is expected, chairmen sometimes make special arrangements for hearing the bill in a space larger than the committee room, such as the chamber of the House or Senate. Hearings in one of the chambers must be held in the evening. Other rooms and auditoriums in the Capitol Complex may also be used for hearings. Arrangements should be made through the Secretary of the Senate, Chief Clerk or Legislative Business Manager.
- (4) <u>subject matter affinity:</u> Some chairmen will try to hear bills on the same subject together, since the committee may have to choose between these bills. The sponsors of separate bills on the same subject should try to coordinate their scheduling requests.





CHAPTER VII

FISCAL NOTES

A fiscal note is an analysis of a bill's dollar impact on state revenues, expenditures, or financial liability.

Procedures governing fiscal notes are encompassed in Joint Rule 6-36 of the 43rd Legislature and codified as Sections 43-1001 through 43-1006, R.C.M. 1947.

Joint Rule 6-36 provides that:

- (1) All bills reported out of a committee having a fiscal impact and not carrying specific dollar appropriations shall include a fiscal note.
- (2) The Legislative Council staff shall indicate at the top of each bill prepared for introduction when a fiscal note may be necessary under this rule.
- (3) Piscal notes shall be requested by the presiding officer of either house who shall determine the need for the note at the time of introduction.
- (4) A fiscal note also may be requested on a bill and on an amendment by
 - (a) A committee considering the bill.
 - (b) A majority of the members of the house in which the bill is to be considered, at the time of second reading.
 - (c) The chief sponsor through the presiding officer.
- (5) The notes are prepared by the executive Office of Budget and Program Planning, in cooperation with agencies affected by the bill, within six days from the request unless more time is granted by the presiding officer.
- (6) No comment or opinion of the merits of the bill are permitted on the fiscal note.
- (7) Completed fiscal notes are referred to the committee considering the bill, and copies are printed and placed on the members' desks.

Background information used in developing a fiscal note can be obtained directly from the executive Office of Budget and Program Planning or through the Legislative Fiscal Analyst's Office.

Tpon request, the Legislative Fiscal Analyst's staff will independently develop the fiscal impact of a bill.

Attached are two sample fiscal notes. They typify fiscal notes prepared for legislation having an effect on revenue and expenditures respectively.

STATE OF MONTANA

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REQUEST NO.

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In compliance with a written request received	pursuant to Chapter 53, Laws of Montana, 1965 - Thirty-Ninth Legislative Assembly.	Background information used in developing this Fiscal Note is available from the Office of Budget and Program Planning to managed
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DESCRIPTION OF PROPOSED LEGISLATION:

of the Legislature upon request

An act to make surviving spouses of persons who died of silicosis prior to March 14, 1974, eligible for silicosis payments. The act is effective on passage and approval.

ASSUMPTIONS

- There are 255 surviving spouses of silicotics who died prior to March 14, 1974, who would be entitled to benefits under the proposed law. **-**:
- The proposed law would apply to both in state and out of state surviving spouses who have not remarried S
- Payment will be made at the current rate of \$175 per month rather than the rate the silicotic was receiving at the time of death. 3
- There will be no back payments for periods prior to the effective date. 4
- The bill would become effective by March 1, 1975. 5

FISCAL IMPACT:

FY 77	\$ 0 \$	\$ 535 500
FY 76	\$ 1,000 535,500	536.500
FY 75	\$ 1,500	\$ 180.000
Additional expenditures for silicosis payments under proposed law:	Operating expenses Benefits and Claims	TOTAL EXPENDITURES

LONG-TERM EFFECTS:

Qualified surviving spouses vary in age from 45 - 96 years old. Based on life expectancy tables, proposed program should phase out by 1987 with a total program cost of approximately \$5.75 million, assuming a constant rate of \$175.

Office of Judget and Program Planning Date: July 16 1975 Michael & Rielings

FISCAL NOTE

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of the Legislature upon request.	Background information used in developing this Fiscal Note is available from the Office of Budget and Program Planning, to member	or House Bill 85 pursuant to Chapter 53, Laws of Montana, 1965 · Thirty-Ninth Legislative Assembly.	n compliance with a written request received
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DESCRIPTION OF PROPOSED LEGISLATION:

Class 8 property classification reduces property taxes by 50%. couple from \$4,000 and \$5,200 respectively; by extending eligibility to persons receiving disability benefits. Eligibility for age 60 from age 65 and 62 respectively; by increasing the income limitation to \$6,000 for a single person and \$7,500 for a married An act to revise the qualifications for Class 8 property classification by reducing the minimum age for widowers and widows to

ASSUMPTIONS:

- Approximately 3000 more individuals would qualify for Class 8 property classification (rather than Class 4) under House Bill 85.
- Average market value of Class 8 property is \$12,500 per individual; assessed value is 40% of market value; taxable value is be affected and will not change significantly from FY 76 to FY 77 15% of assessed value (compared to 30% for Class 4). Thus, approximately \$15,000,000 in assessed value of property would
- μ Six mills will be levied for universities in FY 76 and FY 77. As much as 8 mills may be necessary in FY 77 in support of public school permissive levy; local government levy will average 219 mills.
- No additional expenditures will be required.

Decrease in collections	Collections under proposed law	Property tax collections from affected property under current law	FISCAL IMPACT:
\$ 13,500	13,500	\$ 27,000	FY 76 8 mill state levy
\$ 13,500 (1)	13,500	\$ 27,000	FY 77 (1) 6 mill stata levy
\$ 31,500 (2)	31,500	\$ 63,000	FY 77 ⁽²⁾ 14 milt state levy

CONCLUSION:

Enactment of House Bill 85 would result in a revenue loss to the State of \$27,000 to \$45,000 during the biennium

LOCAL IMPACT:

value statewide - 219 mills for each year). The loss to any one unit of local government would depend on the value of the newly eligible Class 8 property. Loss of revenue to local governments would be approximately \$985,500 during the biennium (loss of \$2,250,000 in taxable

BUDGET DIRECTOR
Office of Budget and Program Planning

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DESCRIPTION OF PROPOSED LEGISLATION:

of mines (taxable value is 100% of net proceeds) and to establish the annual gross proceeds of strip coal mines as Class 9 for property House Bill 115 contains two major provisions: (1) To replace the strip coal mines license tax as a fixed rate per ton with a severance tax of 20% imposed on the before-tax-value of coal produced. (1) To delete coal from the provisions taxing the net proceeds tax purposes (taxable value is 45% of gross proceeds),

ASSUMPTIONS

- Coal production will be 24,725 million tons in FY 76 and 31,435 million tons in FY 77; coal production will not be affected by the increase in coal taxes proposed by this bill.
- The contract sales price of coal will average \$4 25 per ton in FY 76 and \$4.71 per ton in FY 77.
- production. "Taxes paid on production" is defined as any tax paid to governments upon the quantity of coal produced as a function trip mines license taxes and net proceeds taxes under existing law, these amounts must be excluded to compute the tax base for the of either the volume or the value of production. Since the contract sales price in assumption 2 includes resource indemnity taxes, of coal extracted and prepared for shipment f.o.b. mine, excluding that amount charged by the seller to pay taxes paid on Thus, the value of coal produced as defined in House Bill 115 will be \$91,978,015 in FY 76 and The value of coal is defined to be the contract sales price, which in turn is defined to be the price proposed severance tax. \$130,909,652 in FY 77.
- With one exception (Peabody Coal) net proceeds of coal companies are approximately 45% of gross proceeds as defined in this bill. 4. The definition of gross proceeds under House Bill 115 is derived from the definition of contract sales price (excluding taxes). (See technical note)
- 5. The provision that persons producing less than 12,500 tons in a quarte-year are liable for 1/8 of the severance tax will have no significant impact.
- Severance tax collections will be distributed 10% to counties, 10% to the city nearest the mine and 80% to the General Fund. õ.

FISCAL IMPACT OF SEVERANCE TAX:	-	FY 76		FY 77		
Strip mines license tax collections under	State	Counties	Cities	State	Counties	Citres
current law	\$ 8.17 million	\$.74 million	0	\$10.33 million S .94 mil.	S .94 mil.	0
Strip mines severance tax collections						
under proposed law.	14.72	1.84	1.84	1.84 20.94	2.62	2.62
Increase in collections	\$ 6.55 million	1.10 million	1.84 mi	1.10 million 1.84 mil.\$10.61 million \$1.68 mil. \$2.62 mil	\$1.68 mil.	\$2.62 mil

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Office of Budget and Program Planning BUDGET DIRECTOR

STATE OF MONTANA

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FISCAL IMPACT OF GROSS PROCEEDS TAX.

the tax base of 2.1%. the School District will experience an increase in taxable value of 5.8%. Rosebud County would experience an increase in approximately 54%. Since the taxable value of Fedoody Coal is approximately 10.7% of the thiable value of School District No. 19, 29.2% of gross proceeds as defined in this bill. Thus, ande. House Bill 115, taxable value of Pesbody Coal would increase in Rosebud County wherein Peabody Coal is operating. Taxable net proceeds and royalties of Peabody Coal constitute approximately taxable at 45% will not significantly affect the taxable value of any district or county with the exception of School District No. 19 Replacing net proceeds taxable at 100% by gross proceeds (excluding that amount charged by the seller to pay production taxes)

TECHNICAL NOTE:

and 40% on line 3. Fiscal impact was prepared accordingly. A letter from the Legislative Council states that the percentages on page 17, lines 1 and 3 are in error and should read 45% on line1

NOTE:

definition of "value". Senate 3.11 13 defines value to be the contract sales price with no explainment for taxes. House Bill 115 is similar to Senste Bill 13. The insport difference between the provisions of house Bill 115 and Senate Bill 13 is in the

Michael Breling

Office of Budget and Program Planning
Date: January 24, 1975





CHAPTER VIII

LOBBYING AND LOBBYISTS

As a legislator you will be exposed to a variety of bills having potential effect on the private, business, and public lives of all Montanans. The intense focus of the possibilities for change, which a legislative session represents, generates conflict among proponents and opponents of that change. Responding to this conflict, private citizens, public officials, and representatives or diverse groups seek to influence you, the legislator, in your decisions on legislation and other policy matters — an activity known generally as lobbying. This article discusses distinctions among types of lobbyists, legal requirements covering lobbying, and general information about lobbying.

One often thinks of a lobbyists as any person who seeks to influence legislation whether for pay or on a regular basis as a volunteer, but a private citizen who infrequently attempts to communicate with a legislator is not usually considered a lobbyist. The generally full-time nature of a lobbyist's job distinguishes those who are informally known as lobbyists from those who are merely private citizens.

Montana law formally defines lobbying and makes certain demands on lobbyists. For the purpose of the Lobbyist Registration and License Law (Chapter 157, Laws 1959; Sections 43-801 through 43-808, R.C.M. 1947) a lobbyist is a person who, for hire, engages in the practice of promoting or opposing the introducation or enactment of legislation. Individual citizens who receive no reimbursement for their efforts to influence a legislator, public officials acting in their official capacity, and persons who appear exclusively before legislative committees are not lobbyists under the law.

A person or group that hires a lobbyist is known as a "principal". Principals reflect the total range of persons and groups having a pecuniary or policy interest in legislation; including corporations; cooperatives; public utilities; associations of private individuals, businesses, or industries; associations of public officials or governments; or any other special or public interest. A lobbyist may represent more than one principal.

The law requires both the lobbyist and the principal to register with the Secretary of State who keeps a current list, or docket, of lobbyists and their principals. Any citizen may inspect the docket during normal business hours. In

addition, the Secretary of State provides a copy of the docket to the legislature and updates it every Tuesday during the legislative session.

A person who violates the lobbyist registration law may be invited to be the guest of the Lewis and Clark County Sheriff for six months or asked to donate \$200 to the County General Pund, or both. A lobbyist who seeks to influence legislation by any other means than arguing the merits of that legislation or who makes disparaging remarks about other lobbyists or about legislators may find his license revoked. More serious offenses such as bribery and improper influence are covered in the criminal code (Sections 94-7-102 and 94-7-103, R.C.M. 1947).

Lobbyists as a group wield a tremendous influence over the legislature — enough so that the lobbyists are often referred to as the third house. Keeping that influence legitimate is the purpose of strict licensing and registration laws. In the past, lobbyists activities often crossed the line between proper and improper influence. Stories of bills in large denominations floating through transoms are well known. Today's lobbyist is much more likely to work to influence a legislator by presenting expert knowledge rather than flattery and personal favors. In this role, lobbyists comprise an important governmental institution giving a voice to conflicting demands on the legislature (California Journal, October 1972, p. 296).

The efforts of a lobbyist are admittedly self-serving in that he is communicating a client's or employer's concerns to the legislature. As an advocate, however, a lobbyist provides information of great value to legislators. Ralph Nader said, "(t) he government couldn't possibly function without the inputs provided by skilled advocacy of special interests be they industrial or otherwise," He argued that a legislature needs lobbyists to argue for the special and public interests as well as independent staff for the legislators (California Journal, August 1972, pp. 215, 216).

In the end, when all the arguments are done and each advocate has had his say, you, the legislator, are responsible to sort the conflicting claims and make a decision for which you alone are responsible.





CHAPTER IX

LEGISLATIVE SERVICE AGENCIES

Agency	Chairman, January 1977	Agency Head and Title	Helena Office Location	Page No.
Legislative Council	Rep. Robert L. Marks	Rosie Weber, Executive Director	State Capitol Room 138 (ph. 449-3064)	
Legislative Finance Committee	Rep. Francis Bardanouve	John LaFaver, Fiscal Analyst	State Capitol Room 130 (ph. 449-2986)	
Legislative Auditor	Sen. Matt Himsl	Morris Brusett, Legislative Auditor	State Capitol Room 135 (ph. 449-3122)	
Environmental Quality Council	Rep. Thomas O. Hager	John W. Reuss, Executive Director	State Capitol Room 102* (ph. 449-3742)	
Consumer Counsel	Rep. Joe Quilici	Geoffrey L. Brazier Consumer Counsel	330 Fuller Ave. (ph. 449-2771)	

^{*} Main office location: 1228 11th Avenue

LEGISLATIVE COUNCIL

The eight members of the Legislative Council, four senators and four representatives, are chosen by the Committee on Committees in the Senate and by the Speaker of the House of Representatives. The Council is bipartisan and the term of office is for a biennium. A new Council will be selected during the 1977 session.

The Staff

The Council staff is divided into four functional divisions: Legislative Services Division, Research and Reference Services Division, Legal Services Division, and Management and Business Services Division.

The Legislative Services Division is responsible for clerical preparation of introduced bills, for engrossing and enrolling bills, and for printing and mailing of the bills. This division uses the most advanced computerized bill drafting system available and is thereby capable of operating with a high degree of effectiveness and accuracy with a relatively small staff of typists and proofreaders. An explanation of this legislative system and description may be found later in this chapter.

This division is also responsible for producing the text and indices of all legislative publications for printing and distribution: Senate and House Journals, Session Laws, and Legislative Review. The automated process is utilized in creating tapes ready for type-composition, pagination and final printing and binding.

The Research and Reference Services Division is responsible for providing the basic research service common to most Council staffs. Committees operating during the session or during an interim are served by staff members from this division.

The Legal Services Division is responsible for bill drafting and providing legal assistance and research to committees during the session and during the interim. This division also provides counsel for individual legislators relative to any

legal problem that arises during a session or interim.

In addition, this division is responsible for the recodification project. The 1975 Legislature created the office of Code Commissioner (who doubles as Director of the Legal Services Division) within the Legislative Council to recodify the Revised Codes of Montana, 1947. "Recodify" means to rearrange. Presently Montana laws are numbered consecutively in an alphabetical arrangement. By 1979 the laws will be republished in a new "topical" arrangement — that is, laws with closely related subject matter will be grouped together. An example of this concept is the law related to families. In the 1947 Code it is scattered throughout under: A — for adoption; C — for children; D — for divorce; M — for marriage; P — for parent and child; and S — for support, etc. In the 1979 Code all of these laws will be arranged within one title of the code named "Family Law".

After 1979 the new Montana Code will be published and updated by the Legislative Council instead of the Allen Smith Publishing Company in Indianapolis.

The Management and Business Services Division has not been utilized to date.

Legislative Interim Operations

Section 43-717 constitutes the Joint Rules Committee of the House and Senate as a "Committee on Priorities". This committee considers all resolutions requesting studies and selects those to be given interim consideration. No committee may act on any study or measure in the interim unless the same was assigned to it by the Priorities Committee.

There are two types of committees which function during an interim: joint interim subcommittees and select committees. The joint interim subcommittees are appointed from the regular standing committee. Four members, two from each party, are appointed by the chairman of each standing committee to serve with four selected from the respective committee of the other house. These subcommittees do the major interim work. The subcommittee reports directly to the legislature.

A "select committee" is formed during a session to examine a particular issue or bill. This committee is responsible to the house from which it was selected. It operates in a fashion similar to the joint subcommittees except that it may operate during a session. A select committee reports back to the entire body.

Interim Reports

The reports of the 1975-76 interim subcommittees are available for distribution to legislators, departments of state government and interested citizens.

Legislative System Description

The following description will relate how the legislative system can be used as a tool in the legislative bill drafting area to facilitate the legislative process in relation to cost, time and accuracy. When a legislator is drafting a bill to be introduced to the House or Senate, one of the prime things he is concerned about is what this bill will do to other statutes related to the same subject. Therefore, the legislator would frame a query and enter it through the SIRS Query system; for example, a bill introduced related to landlords -- a query could be framed with the word "landlord and/or tenant" and entered through the SIRS Overy system: the report that returns to the legislator would relate all of the sections containing the word "landlord or tenant". This aids in preparing the bill for introduction and allows the sponsors to be better informed of all existing laws related to the same subject. Upon drafting this bill, the legislator would submit it to the Legislative Council which would enter it through a terminal into the ALTER system. If this bill introduced is new law, it would be entered in its entirety by the operator. If it is an amendment to an existing statute, the operator would utilize the Get-A-Statute program bringing that section from the SIRS data base into the ALTER system. thus relieving the following:

- (1) retyping all of the existing text;
- (2) proofreading of this text; and
- (3) accuracy in making the change(s) proposed by the legislator.

Upon introduction of this bill it is formatted on the terminal by the ALTER system for introduction in the House or Senate. Upon being passed by both the House and Senate, this bill is enrolled utilizing an Application program and reprinted for presentation to the governor for signing. Upon being signed by the governor, the bill is then formulated with new headings to be prepared for the Session Law publication. This process continues until the end of session, at which time all of the bills presented and passed during that legislative session have been entered into the ALTER system. The Legislative Council would then select these bills off the ALTER system creating a Session Law tape. This tape

would be processed through the TIPE system producing camera-ready copy for the Session Law publication.

Open completion of this action, all of these bills would then be accessed by an operator, utilizing the ALTER system, removing its headings, introductory information and footings which consist of the signature page and approved date. These bills would then be stored under a different naming convention and selected from the ALTER system creating a tape to be processed through a Pre-Statute Update Module which would change or remove any extraneous text thereby producing a Statute Update tape. As a one-time program, the Translate program is utilized to take the SIRS data base and translate it to ALTER format producing a Statute Master File. The Statute Update tape and the Statute Master File tape are processed through the SPLIT/MERGE program to produce an Updated Statute Master File. This file can be utilized for processing through the Automatic Update program to create a new SIRS data base for the next legislative session and/or processed through the Statute User Module and TIPE system to produce Statute publications.

LEGISLATIVE FINANCE COMMITTEE AND OFFICE OF LEGISLATIVE FISCAL ANALYST

The Legislative Finance Act (Chapter 448, Laws of 1975) created the Legislative Finance Committee and the Office of Legislative Fiscal Analyst.

The committee has 12 members, equally divided by house and political party. Four members from each house are appointed from the finance or appropriations committees while two from each house are appointed from the membership at large.

The fiscal analysis staff's primary statutory responsibility is to analyze the executive budget and assist the legislature in developing the state legislature budget and appropriation bills. In order to analyze the executive budget, the fiscal staff estimates and monitors revenues throughout the biennium, and reviews executive agency actions that eventually impact on state fiscal policy.

The 1975 legislature also delegated to the committee in Chapter 510 the authority to approve expenditures in excess of amounts provided in appropriation acts. This delegation was determined unconstitutional by the State Supreme Court.

LEGISLATIVE AUDIT COMMITTEE AND OFFICE OF LEGISLATIVE AUDITOR

The Legislative Audit Committee and the Office of the Legislative Auditor were statutorily created by the Legislative Audit Act of 1967 to administer the legislative post-audit function in Montana. The new state constitution, which became effective in 1973, established the legislative post-audit function as a constitutional function.

Legislative Audit Committee

The Legislative Audit Committee consists of four senators and four representatives, appointed to the Committee for a two-year term in the same manner as other standing committees of the Legislature. Vacancies occurring while the legislature is not in session are filled by the selection of a member of the legislature by the remaining members of the committee. The committee is bipartisan in that only two members from each house can be members of the same political party. Membership on the committee ends with the termination of each member's term in office or until a successor is appointed. A new committee will be appointed during the 1977 session. The committee is responsible for appointing the Legislative Auditor and meeting as often as necessary to advise and consult with the Legislative Auditor. The committee hears the reports prepared by the Office of the Legislative Auditor, at which time they become public documents.

Office of the Legislative Auditor

The Legislative Auditor is appointed for a two-year term and is responsible to the legislature through the Legislative Audit Committee. The major functions and responsibilities of the office are to:

- (1) Audit the financial affairs and transactions of every state agency.
- (2) Assist, when requested, the legislature, its committees, and its members by gathering and analyzing information relating to the fiscal affairs of state government.

The statutory objectives of audits conducted by the Legislative Auditor are to determine whether:

(1) The agency is carrying out only those activities or programs authorized by the legislature and is conducting them efficiently and effectively.

- (2) Expenditures are made only in furtherance of authorized activities and in accordance with the requirements of applicable laws and regulations.
- (3) The agency collects and accounts properly for all revenues and receipts arising from its activities.
- (4) The assets of the agency or in its custody are adequately safeguarded and controlled and utilized in an efficient manner.
- (5) Reports and financial statements by the agency to the governor, the legislature, and central control agencies disclose fully the nature and scope of the activities conducted, and provide a proper basis for evaluating the agency's operations.

Audit Reports

Audit reports prepared by the office are made public through formal presentation to the Legislative Audit Committee. Prior to formal presentation and public release, draft audit reports are thoroughly discussed with appropriate administrative officials. Formal written comments and position statements are solicited from administrative officials and incorporated into the printed report. Although the audit reports include comments, recommendations, and suggestions, the Legislative Auditor has no authority to enforce them nor direct executive or legislative action.

Audit Staff

The office is staffed by professional auditors having an interdisciplinary background including accounting, economics and business administration. Several of the staff members are Certified Public Accountants. Aside from providing special analytical services at the request of the legislature, its committees and members, the audit staff is engaged in performing two major types of audits:

- (1) Fiscal audits
- (2) Performance audits

These audits are performed in accordance with the generally accepted auditing standards established by the American Institute of Certified Public Accountants and the U.S. General Accounting Office.

Fiscal Audits

Fiscal audits being performed by the office encompass the traditional CPA type of financial audit and compliance audits. Financial audits are directed toward determining whether the financial operations of an agency are properly recorded and reported. Compliance audits determine whether an agency's operations are conducted in accordance with state and federal laws and regulations. Most fiscal audits include limited management reviews as defined below.

Performance Audits

Performance audits encompass management or operational-type audits and program audits. Management audits focus upon efficiency and economy, i.e., whether an agency or governmental program is using its resources in the most economical and efficient manner. Program audits focus upon accomplishment or lack of accomplishment, i.e., is the agency or program accomplishing what is intended and are there better alternatives.

Biennial Reports

Biennial reports summarizing the acitivities of the Legislative Audit Committee and the Legislative Auditor for the two years encompassed by the report and describing the audit policy under which the function is administered are prepared and distributed to all legislators.

The fifth biennial report covering activities for the past two years will be delivered to all legislators during the first week of the session.

ENVIRONMENTAL QUALITY COUNCIL

The Environmental Quality Council (EQC) was established in 1971 with the enactment of the Montana Environmental Policy Act (Section 69-6501 et seq., R.C.M. 1947).

The council consists of thirteen members. The Speaker of the House appoints four members from the House — two from each party for two-year terms. The Committee on committees of the Senate appoints four members from the House — two from each party for two-year terms. The Speaker of the House, with the consent of the Minority Leader, appoints two members of the general public. The President of the Senate, with the consent of the Minority Leader, appoints two members of

the general public. General public members also serve two-year terms. In addition, the governor or his designated representative serves as an ex officio, nonvoting member.

In naming EQC Council members Section 69-6508 requires that in considering legislative and public appointments to the Council:

"consideration shall be given to their qualifications to analyze and interpret environmental trends and information of all kinds; to appraise programs and activities of the state government in the light of the policy set forth in this act; to be conscious and responsible to the scientific, economic, social, esthetic, and cultural needs and interests of the state; and to formulate and recommend state policies to promote the improvement of the quality of the environment."

The Montana Environmental Policy Act (MEPA) establishes a state policy for the environment (Section 69-6503) that declares that "it is the continuing policy of the state of Montana ... to use all practicable means and measures ... to create and maintain conditions under which man and nature can coexist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Montanans".

The Act directs state agencies to incorporate environmental considerations into their decision-making procedures (Section 69-6504 (b) (1)), to prepare detailed statements (environmental impact statements) on major actions significantly affecting the quality of the human environment (Section 69-6504 (b) (3)), and to extend the provisions of the Act to the existing authorization of all state agencies (Section 69-6507).

Day-to-day operations of the EQC are carried on by the executive director and his staff. The current staff consists of an ecologist, economist, attorney, research assistant, administrative assistant and clerk-typist.

Among environmental agencies in other states, EQC is unique in that it is a branch of the legislature to assist it by providing environmental oversight to watchdog role over state agencies. The EQC staff reviews state agency environmental impact statements, reviews agency programs as they relate to environmental issues and assesses state agency compliance with provisions of the Montana Environmental Policy Act.

The act itself specifies ten duties of the EQC staff (section 69-6514):

- (a) to gather timely and authoritative information concerning the conditions and trends in the quality of the environment both current and prospective, to analyze and interpret such information for the purpose of determining whether such conditions and trends are interfering, or are likely to interfere, with the achievement of the policy set forth in section 3 (69-6503) of this act to compile and submit to the governor and the legislative assembly studies relating to such conditions and trends.
- (b) to review and appraise the various programs and activities of the state agencies in the light of the policy set forth in section 3 (69-6503) of this act for the purpose of determining the extent to which such programs and activities are contributing to the achievement of such policy, and to make recommendations to the governor and the legislative assembly with respect thereto;
- (c) to develop and recommend to the governor and the legislative assembly, state policies to foster and promote the improvement of environmental quality to meet the conservation, social, economic, health, and other requirements and goals of the state;
- (d) to conduct investigations, studies, surveys, research, and analyses relating to ecological systems and environmental quality;
- (e) to document and define changes in the natural environment, including the plant and animal systems, and to accumulate necessary data and other information for continuing analysis of these changes or trends and an interpretation of their underlying causes;
- (f) to make and furnish such studies, reports thereon, and recommendations with respect to matters of policy and legislation as the legislative assembly requests;
- (g) to analyze legislative proposals in clearly environmental areas and in other fields where legislation might have environmental consequences, and assist in preparation of reports for use by legislative committees, administrative agencies, and the public;
- (h) to consult with, and assist legislators who are preparing environmental legislation, to clarify any deficiencies or potential conflicts with an overall ecologic plan;

- (i) to review and evaluate operating programs in the environmental field in the several agencies to identify actual or potential conflicts, both among such activities, and with a general ecologic perspective, and to suggest legislation to remedy such situations.
- (j) to transmit to the governor and the legislative assembly annually, and make available to the general public annually, beginning July 1, 1972, an environmental quality report concerning the state of the environment

The EQC has no administrative responsibilities. Its small, professional staff utilizes an interdisciplinary approach which stresses policy analysis and program evaluation.

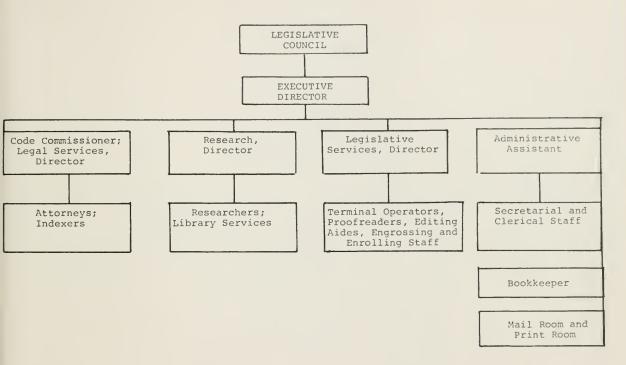
During the past eighteen months, major EQC projects have included <u>Montana Environmental Indicators</u>: 1975 (the 4th Annual Report), <u>Montana's Renewable Resources</u>: <u>Today and Tomorrow</u> (the 5th Annual Report), and detailed analyses of Montana's natural gas situation, state implementation of Sec. 208 of the Federal Water Pollution Control Act, and issues arising from apportioning water from the Poplar River. For the 1977 legislative session, the EQC will make its services available to legislators in four areas:

- (1) Provide informational reports on environmental issues as requested by individual legislators;
- (2) Assist legislators, upon request, in preparing or working with legislation concerning environmental issues;
- (3) Provide technical assistance, upon request, to legislative committees requiring EQC staff expertise; and
- (4) Prepare a brief "environmental note" to acompany significant environmental legislation introduced in the 1977 session.

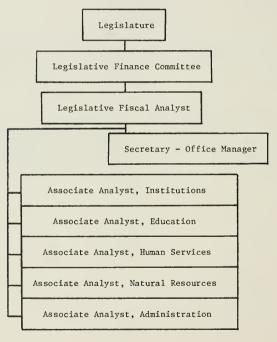
CONSUMER COUNSEL

The Consumer Counsel is an office mandated by the 1972 Constitution and provided for by a statute enacted in 1973. Supervision and policy guidance comes from the Consumer Committees, four legislators appointed for two-year terms in the same manner as standing committees are appointed. The two members from each house must be from the two parties.

The committee hires the Consumer Counsel, who must be a lawyer with a background in accounting. His main function is to represent the interests of the utility and transportation consumers before the Public Service Commission and federal agencies. He can appeal decisions to the courts. He can supply information to legislators regarding regulated transportation and utility rates.

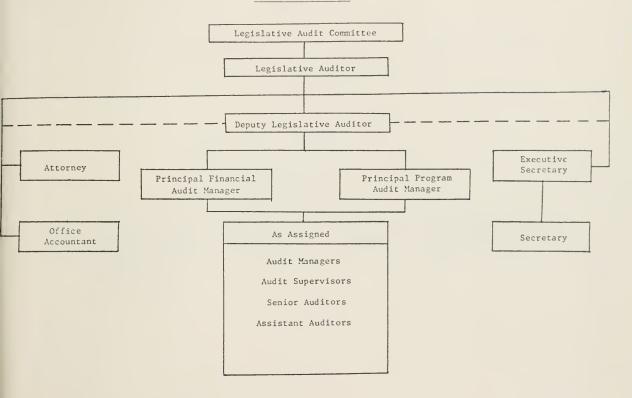


OFFICE OF THE LEGISLATIVE FISCAL ANALYST ORGANIZATION CHART

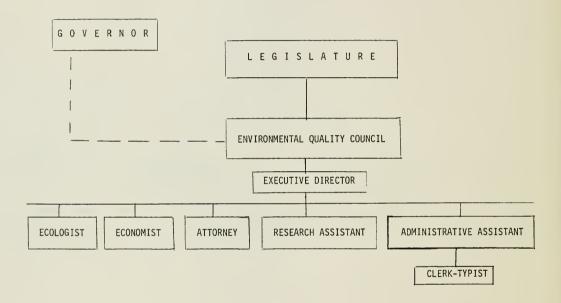


OFFICE OF THE LEGISLATIVE AUDITOR

ORGANIZATION CHART



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CHAPTER X

MONTANA STATE GOVERNMENT

THREE BRANCHES

Like the classic Latin phrase, "All of Gaul is divided into three parts", state government is divided into three branches: The Judicial, Executive and Legislative. There are only three basic functions of government:

- (1) to determine the rules and laws under which government will function (set policy);
- (2) to carry out that policy; and
- (3) to settle disputes arising from interpretations or applications of the policy.

Traditionally, in accordance with our constitutional guarantee of a "republican form of government" each of the functions of government is supposed to be carried out by a separate branch of government. However, the complexity of modern life has required the delegation of substantial policy-making power to the various executive departments. One need only look at the massive fifteen volume administrative code (which contains rules adopted by state agencies pursuant to the Administrative Procedure Act, and which are as binding as law) to know that the executive branch also has "law-making" power. Also the governor has inherent power to issue Executive Orders which sometimes carry as much weight as law.

In fact the legislative function is exercised in some degree by all three branches of government — even by the Courts. Historically "judge-made law" is the principle source of our common law, and by interpreting laws, declaring some of them void, unconstitutional, etc., the Courts are constantly exercising "legislative power".

In other words absolute "Separation of Powers" is somewhat of a fiction in light of the extensive overlap that exists.

JUDICIAL BRANCH

The judicial power of the State is vested in the Supreme Court, consisting of a chief justice and four justices; district courts; justice courts; and city courts.

Under the 1972 Constitution, the legislature may increase the number of Supreme Court justices from four to six.

The Supreme Court hears appeals from the district courts and is also a Court of original jurisdiction in certain cases. For instance, if it is imperative that a law be interpreted as quickly as possible, the Supreme Court may assume original jurisdiction and decide the controversy at once. Examples of such cases are laws that might affect an upcoming election or that are causing a public strike of an emergency nature. Any inquiries regarding the Supreme Court should be directed to the Chief Justice.

Clerk of Court

The Clerk of the Supreme Court keeps all Supreme Court records. If you want to read a particular Court decision or simply find out something about the Supreme Court, visit the Clerk's office first.

EXECUTIVE BRANCH

Prior to a 1970 Constitutional Amendment, the executive branch consisted of about 188 separate agencies. There are now six elected officials and nineteen principal departments in the executive branch.

Identifying the Proper Agency

One of the first questions a legislator asks, is, "Where do I find this particular information about a particular program in the executive branch?"

The legislator needs to know which agency is likely to have the information he needs. There are a variety of sources to use in identifying the proper agency:

(1) The Department Organization Charts — the name of the division bureau, or section is usually a clue to its functions. Organizational charts for each executive department follow this chapter.

- (2) The Annual Reports of the departments these are a valuable source of information concerning the various programs carried out by the departments. They are kept by the governor and are open to public inspection or copies may be obtained from the particular agency involved.
- (3) Executive Budget Book The average legislator can make tremendous use of this book. It will be very useful if you initially select departments and programs which especially interest you or are of importance to your constituents and spend time becoming familiar with them. The budget book is organized on the "program approach" so that a reader can easily determine which agencies are responsible for which programs and how much the programs cost. You should find a copy of the budget book among the reading materials given you when the session begins.

Department Contract

Because of space limitations for explaining programs and agency operations, the budget book is not a complete source of information. Many legislators will want to go directly to the department. Most of the departments are no longer located in the Capitol. The legislative telephone directory lists the various agencies, street addresses, and telephone numbers. Call the director, identify yourself as a legislator, along with the information you are interested in, and find out if and when you can see him. The director will be glad to discuss his department with you and will make the proper members of his staff available to you. However, the director has many important things to do in addition to answering legislator's requests. Be sure to let him know if your needs are truly urgent and the time within which you need the information. Usually the director will introduce you to the people responsible for the day-to-day operations. The person who really does the work can handle your problem.

Executive Branch Legislative Liaison

Usually the governor appoints a legislative liaison as the person to contact if you want to know: the governor's position on legislation (very often he may have none), general information concerning the Executive Branch, how to approach a certain agency, who to see, etc. The Legislative Council staff is always available as an information source. However, during the session, staff members assist committees, draft bills, etc., and do not have ample time for indepth research. As a result, the major source of information about the executive agencies remains with the executive agencies. A legislator must be aware that

this information is not always the most <u>objective</u> information; the agencies usually have something at stake with various alternatives. Experienced legislators can tell you which agency people tend to paint their agency in as glowing a light as possible and which can be relied upon to give you unbiased answers. Freshmen legislators have to learn.

A former legislator had this advice for approaching executive agency personnel:

"The best approach I've found when contacting agencies is to use a little bit of psychology. If you go into the agency like Gangbusters, with a chip on your shoulder and a club in your hand, the chances are that you'll be met by a very polite fellow with a chip on his shoulder and a club in his hand. And he'll very politely, rap you over the head with it. And you won't know what happened. You wind up in an agency and you talk to agency operator "A" and "B" and all of a sudden you're on the fire escape outside and you haven't found out anything. On the other hand, if you have a sincere and conscientious desire to investigate some program, and it's expressed that way, you'll usually have good cooperation from agency people even in this guasi-adversay system where the agency may be "on the spot". You'll also find that many agency people think that the Legislature is like the common cold, a necessary evil. In spite of the semi-adversary ways of proceeding, if you develop a relationship with those agencies, you can get specific answers to specific questions."

Another former legislator had this to say:

"Legislators are supposed to be policy makers but lately the role has been reversed with the policy and the legislature merely acting as a veto body or as a rubber stamp to OK the programs.

If, as a legislator you have a special area of interest — for instance, highway contracts or state grazing leases and you think there might be a problem — maybe you've heard rumors about this and that but you're not sure that legislation is needed — why not talk it over with the appropriate committee chairman? If the area of interest is of broad enough concern it's possible to have the committee call the department director and responsible personnel for a heart-to-heart question and answer period.

Just how does the department let contracts? Just exactly what does this program do? Have you thought about this alternative? Why is it really necessary? What would happen if we abolished it? Why couldn't this other

division do it?

Legislators often have very good ideas that work. You should have the opportunity to at least ask the executive agency if they have thought of alternatives. If so and it was discarded, why? This suggestion might save the time and expense of offering bills that aren't really necessary.

You won't find a format for this or even any precedent but it might be worth a try."

Suggestions for Seeking Information

- (1) Make certain that requests submitted to agencies are reasonable and can be handled with a minimum amount of inconvenience.
- (3) Because time is one of the most valuable commodities for legislators and agency employees, requests should be as brief and succinct as possible and you should always indicate the urgency of your requests.
- (4) Since your initial contact about any problem will usually be over the phone, always identify yourself as a Senator or Representative. Use a follow-up procedure which reminds the agency of the request and keeps fresh in your mind the purposes of the inquiry. One technique for doing this is to make a request by reducing it to a succinct written request sent to the attention of someone in the agency with whom you've developed some rapport. You'll find it's much easier for them to handle. And, furthermore, you'll have a record of what you asked them for. And when the information comes back, you'll be able to compare it with the question that you posed on the paper. Strangely enough, lots of times a question comes to your mind, you ask it over the telephone, the agency goes to work on it and a couple of weeks, maybe a month later, you get some information back on it and you've forgotten the question! You've forgotten why you wanted to know that. So,

it's a good idea, every time that you can, to reduce the thing to writing and send it to the agency. If you can't do that, at least make a memo to yourself as to the nature of the inquiry and why you want the information. It's helpful if you also include what the hunch was that prompted you to ask the question.

(5) Finally, do the proper follow-up work in order to communicate the results of your request to the proper persons, to a constituent, a committee, or yourself.

ADMINISTRATION

